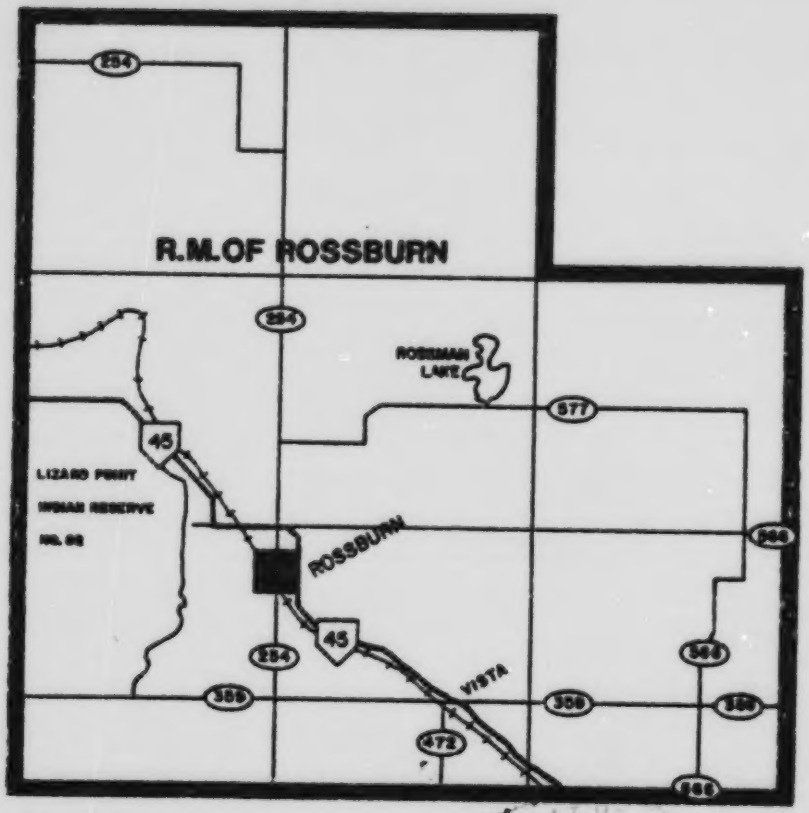
THE ROSSBURN PLANNING DISTRICT



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BACKGROUND STUDY

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THE ROSSBURN
PLANNING DISTRICT
BACKGROUND STUDY

Municipal Planning Branch
Dauphin, Manitoba

INTRODUCTION

The Provincial Land Use Policies are general guidelines which are applied uniformly to those Manitoba land resources not covered by local formal land use plans. The local citizens and the councils of the Village of Rossburn and the Rural Municipality of Rossburn however, have made the decision to accept responsibility for their local land resources, and have subsequently joined to form the Rossburn Planning District. As incentive to the forming of planning districts, the province provides extra financial support and professional planning services.

A District Planning Board, composed of council members from both municipalities in the district, has initiated the preparation of a development plan. The first stage in the planning procedure is this background study. The development plan document itself is the second stage. The development plan document and the accompanying zoning by-laws should be a reflection of both the council's and the people's choices for future change. Once the development plan has been formally adopted by municipal by-law and approved by the Lieutenant Governor in Council, the district board and its employees are charged with the responsibility of enforcing the by-laws. Further, the Minister of Rural Development can delegate subdivision approval authority to the Planning District Board.

This report is a compilation of background data, indicating the district's assets, liabilities, problems and trends. This information is intended to give communities a sense of their past, current situation and future prospects. Proper analysis of both the district's physical and human resources will serve as the basis for devising an effective development plan particular to the local conditions.

Part I of this study briefly outlines the local history of the Village of Rossburn and the Rural Municipality of Rossburn. The settlement pattern over the years is often a prediction of future trends. This information, in combination with the geographical and physiographical information, serves to provide a basic understanding of the area.

Part II relates population characteristics, and in so doing socio-economical factors are identified. These population studies and projections are a necessary tool in the analysis of a community's service requirements. High concentrations of school age children for example, will create a demand for school space etc. This information is a good indication of a community's tax base, that is a community's ability to pay for improvements.

The third part further examines the economic condition of the Rossburn Planning District. The trading area is examined and consumerism patterns and habits identified. These particular characteristics reflect the potential and conversly, the limitations of an area and a community.

Part IV delineates and assesses the existing land uses, thereby facilitating in the formulation of future land use options and policies. The fifth part provides a financial profile of the Rossburn Planning District, revealing its current debts and commitments. Reports from various concerned government departments form a separate, yet integral section of this background study.

I

GENERAL BACKGROUND

I. GENERAL BACKGROUND

1.1 Historical Development

Prior to agricultural settlement activity in northwestern and western Manitoba, white person activities were centred upon the trading industry. Early trading posts included Brandon House and Assiniboine House, Montagne a la Bosse Fort near present day Virden, and Fort Ellice by the junction of the Qu'Appelle and Assiniboine Rivers. Once news of the fertile soils spread, land settlement began.

The history of land settlement may be divided into 3 periods; the first dating from 1870 - 1900, the second 1900 - 1930 and the third 1930 - present day. The settling of Western Canada was encouraged by the government of the newly confederated Canada of 1867. The primary objective at this time was territory expansion and occupance. A plan was implemented in 1872, whereby a 160 acre homestead would cost $10.00, providing improvements were made to the land, meaning the breaking of approximately 20 - 25 acres of land and the building of a house within 3 years. Upon achieving this, a second ¼ section could be had. The news of this quickly spread throughout eastern Canada and on to Britain. As a result, the initial settlement wave was primarily Anglo-Saxon. Other important factors which contributed to the establishment of settlements included the construction of the Winnipeg - Fort Ellice railway in 1879 - 1882 and railways within the settlement system, the fast and efficient land survey preceding settlement and the rapid development of Brandon, which incorporated as a city in 1882.

The Birdtail Valley, which includes the districts of Ranchvale, Glen Elmo and Mears, was surveyed and mapped in 1858 by an explorer named Henry Youle Hind and his expedition. It was again surveyed in the 1880's by George Wakefield for homesteads. He was the first white man to settle in this area and set up office to issue homesteads to new settlers in the name of Her Majesty the Queen.

In the Solsgirth district, south of Rossburn, Mr. J. Sharmen purchased pit scrip in 1885 and bred English purebred Hereford cattle. Pit scrip was land given as settlement to the Metis after the Red River Rebellion. Frequently, this land could be purchased for a relatively small amount, since the Metis were often not interested in land at this location. The Sharmen's however, stayed in the area for only a period of 10 or 11 years. Alexander MacDonald of Tiree, Scotland settled in what came to be known as Vista in 1880.

Rossburn had its first permanent residents by 1879. The natural resources of the area attracted the settlers W. Peden, J. Broadfoot, Hugh and Samuel Warnock, Bob Murray and Richard Rose Ross, after whom the Village of Rossburn is named. The area's forests provided material for fuel, heat and building, as well as timber for logging businesses. Other attributes such as a good supply of water, meadowlands and quality soil, and wild life maintained the settlements.

The second wave of immigration, from Poland and the Ukraine, began in 1899. Dr. Josef Oleskiw was sent ahead to Canada by the Educational

Society of Lemburg, to check out the conditions and report back. Those choosing to leave the oppression of their homeland behind soon established their presence in the Rossburn district by simultaneously integrating into the existing community, yet firmly entrenching their own culture into the area.

The construction of the railway around the turn of the century furthered the development of communities and lessened isolation. At one time, the smaller communities of Birdtail, Mears, Marco, Ohla, Ranchvale and Vista had small stores, churches and district schools. Gradually, as transportation and communication improved, people were able to go beyond their immediate vicinity for services and social activities.

Federal jurisdiction over Manitoba lands ended in 1930 and the Homestead Act was discontinued. Since that time most, if not all, land disposal has been by sale. Settlement expansion into poorer areas also ceased.

Rossburn established itself as the main centre in the area and incorporated in 1914. Several businesses opened including barber shops, blacksmiths, butcher shops, garages, hotels and both general and hardware stores. Rossburn had its first lighting plant in 1931. By the fall of 1938, hydro lines reached the village from Oakburn. The farm electrification program of 1953 further extended hydro services. The village installed waterworks in 1963 and a microwave relay station in 1964.

The Rossburn District Hospital opened in 1950 and the Rossburn District

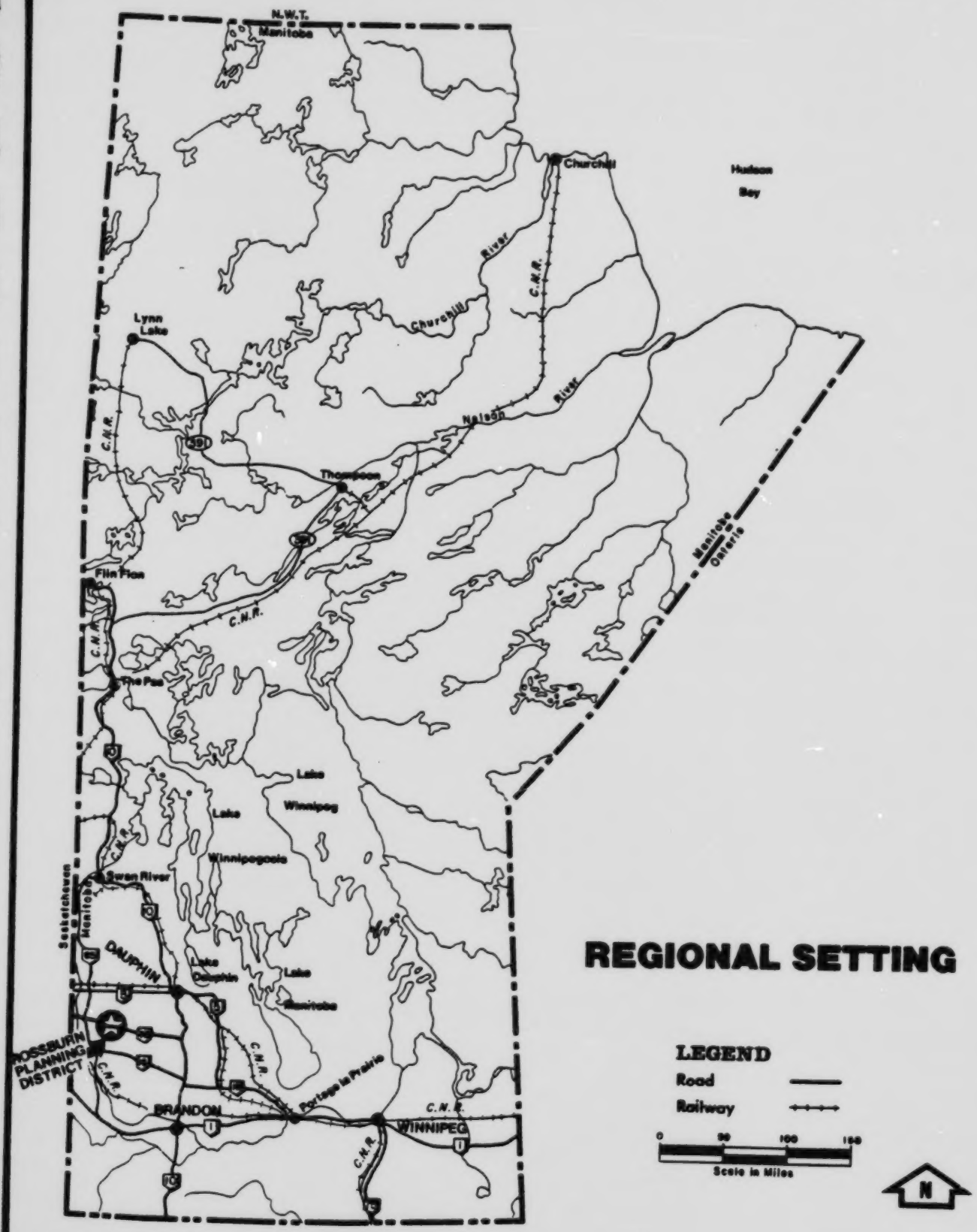
Health Centre in the 1980's. A regional library, the result of an agreement between the Village and the Rural Municipality of Rossburn, opened its doors in 1974.

The Village of Rossburn serves primarily as an agricultural centre for the surrounding area. At one time it was home to a Manitoba Poultry & Dairy Co-Op Ltd. The area, which concentrates on mixed farming and livestock production, took Rossman Lake as a special project in 1958. It now offers excellent recreation facilities.

1.2 Physical Setting

i) Location

The Rossburn Planning District encompasses the Village of Rossburn and the Rural Municipality of Rossburn. This area includes all of townships 19 & 20, ranges 23 - 25WPM, excepting that portion belonging to the Lizard Point Indian Reserve, and includes township 21, ranges 24 & 25 WPM. To the north and northeast the Rural Municipality of Rossburn borders the Riding Mountain National Park, while the L. G. D. of Park lies to the southeast, the municipalites of Birtle and Shoal Lake to the south and the Municipality of Silver Creek to the west. The Lizard Point Indian Reserve covers portions of township 19 & 20 in range 25. The planning district area includes the settlements of Ruthenia, Glen Elmo, Mears, Birdtail, Vista, Ohla and Marco. The principle centre in the planning district is the Village of Rossburn. This community is located 153 km northwest of Brandon on P.T.H. No. 45 and 20 km south of the



ROSSBURN PLANNING DISTRICT

MAP 1

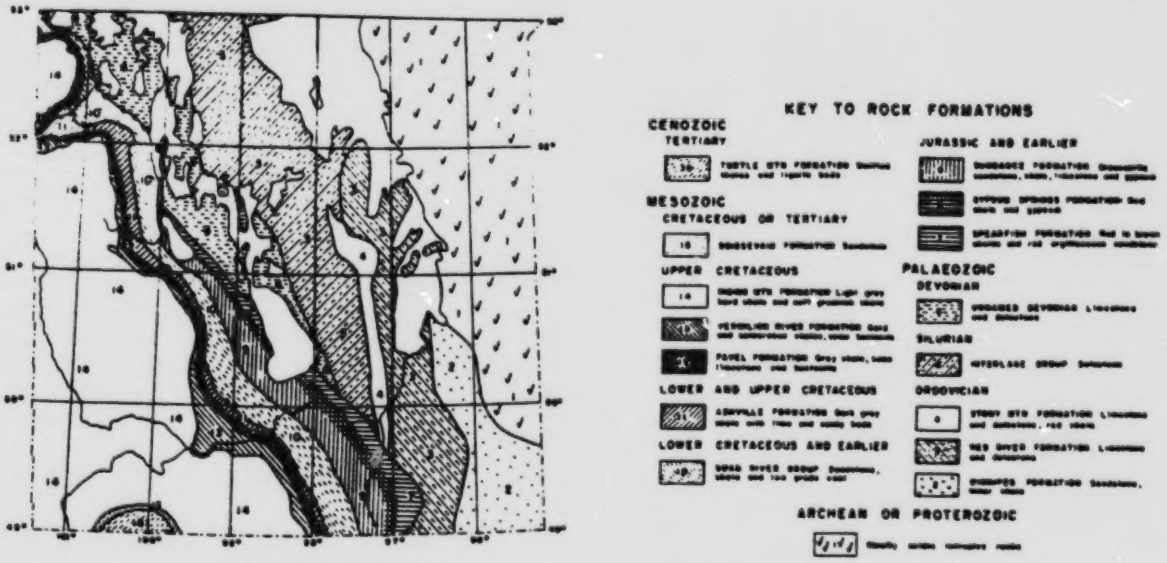
Riding Mountain National Park boundary.

The major access to Rossburn is provided by P.T.H. No. 45, which branches off the north-south #10 highway south of Park and joins P.T.H. 83 and 16 at Russell. A network of secondary roads further access the area, as does a Canadian National Rail Line. Rossman Lake, located merely 9 miles northeast of Rossburn, provides the area with a location for facilities for recreational activities such as camping, fishing, golfing, boating and swimming. The Rossburn area is largely devoted to mixed farming and livestock production.

ii) Physiography

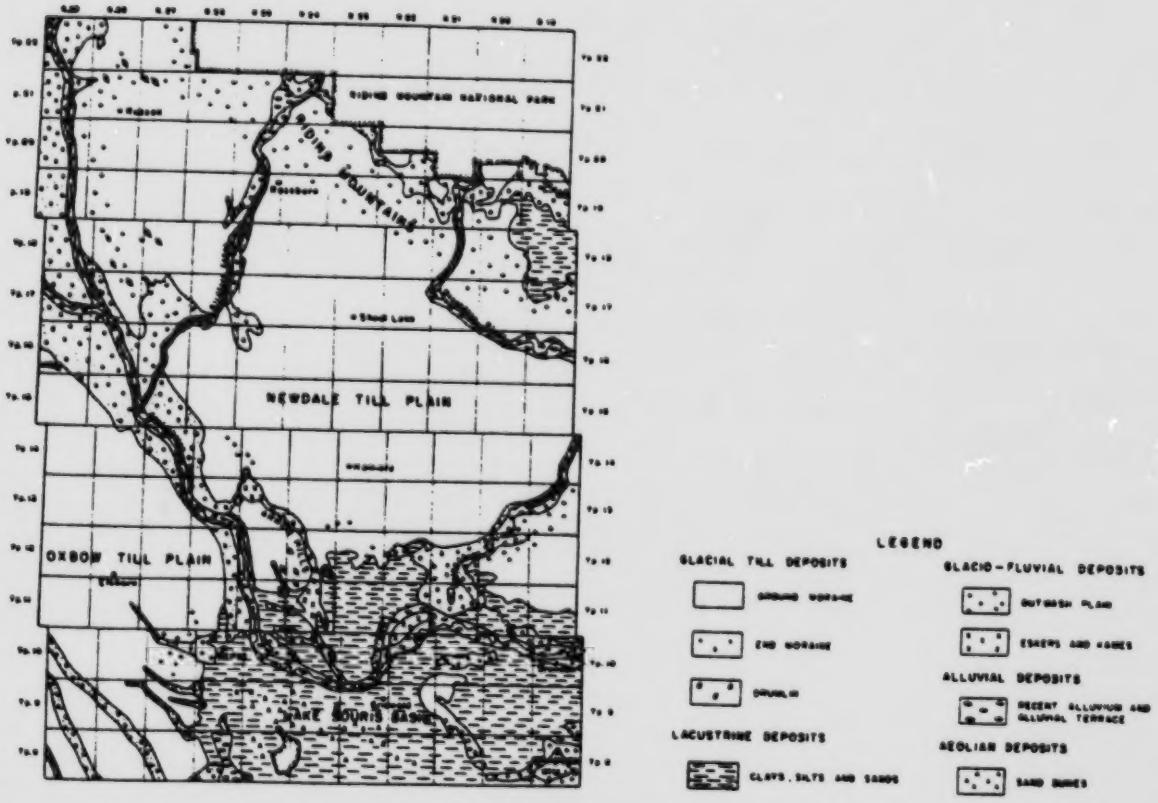
The Rossburn Planning District is located above the Manitoba Escarpment on what is commonly known as the Second Prairie Steppe of the Great Plains Region or the Western Uplands of Manitoba. Manitoba is divided into 3 physiographic zones - the Canadian Shield, the Great Plains and the Hudson Bay Lowland.

The underlying rocks in this area are cretacious shales of the Riding Mountain formation, although surface deposits do contain materials from several rock formations. The shifting of the continental ice sheets, during the time Manitoba was completely covered, transported powdered rock and rock fragments of other periods, including sandstones, shales and evaporites of the Jurassic period; limestones and dolostones of the Devonian,



SURFACE CONTACTS OF ROCK FORMATIONS IN SOUTHERN PORTION OF MANITOBA

Figure 1



SURFACE DEPOSITS IN THE ROSSBURN AREA

Figure 2

Silurian, and Ordovician periods, and acidic intrusive rocks of the Pre-Cambrian era. These surface deposits, mainly of glacial origin, form the parent material from which soils develop.

iii) Relief and Drainage

The Rossburn Planning District lies within the watershed of the Assiniboine River system. This particular system drains most of southeastern Saskatchewan and southwestern Manitoba. Drainage in the area is facilitated by a network of streams contributory to the Assiniboine River, chief among which are the Birdtail Creek and the Minnewasta Creek.

The numerous watercourses relieve the area's flow of water, including excess runoff from the Riding Mountain during spring thaw. Surface drainage is local in nature, often accumulating in depressions to form sloughs and marshes or collecting to form larger basins becoming intermittant or permanent lakes. These catchbasins lose water primarily through evaporation and seepage.

iv) Climate

This area experiences a typical continental climate, with its large seasonal temperature ranges and moderate precipitation. The subhumid climate has an average annual precipitation of approximately 17 inches. The combination of the moisture reserve from the previous fall and winter precipitation plus the rainfall during the four grain-growing months is, as a general rule, adequate to pro-

duce acceptable crop yields.

v) Vegetation

This planning district lies completely within the Boreal forest region. South of the Riding Mountain, the area has been classed as being part of the aspen-oak section and from a differing viewpoint, an area of woodland invasion of prairie. The latter class would place it in the grassland region.

Land above the 1900 foot contour is in the mixed-wood section of the Boreal forest region. The vegetation characteristic of this area is a mixture of aspen, balm of Gilead, white spruce and paper birch. Lower parts and upper water chatchment areas grow black spruce and tamarack sphagnum hoop, with some white elm, green and 'prairie' ash, Manitoba maple and bur oak.

vi) Soil

The soils within this planning district vary in productivity and adaptability according to their particular texture, topography, drainage and effects of eluviation. Four distinct soil zones or subzones have been identified in the Rossburn Planning District; The Blackearth zone, the Degrading Blackearth subzone, the Grey-Black subzone and the Grey Wooded zone.

A broad belt of black or very dark grey soils exists in Western Canada. Soils in the Blackearth zone, belonging to the Newdale

Association, are the most prevalent in the southern portion of the district. The topography of the Newdale Undulating Phase is characterized by irregular gentle slopes resulting in varying degrees of surface drainage and thus varying soil capacities. Soils in poorly drained areas are usually of the calcareous and salinized Meadow soil type and non-arable. The better drained soils are highly fertile and productive. Wheat is the main crop in the Blackearth soil zone. Soil is of Capability Class II.

Located on the south slope of the Riding Mountain is a transitional strip of the Grey-Black Subzone between the Degrading Blackearth soils of the Newdale Association and the Green Wooded soils of the Waitville Association. This Erickson association occurs at elevations between the 1900 and 2000 foot contours and developed on boulder till parent material, not unlike that of the Newdale and Waitville Associations. The topography is also similar to that of the Newdale, undulating phase, but for the increased sharpness of slope. The drainage in this area is quite good, although topography promotes the occurance of undrained depressions and shallow lakes. The soils at these locations are generally Peaty Meadow, Half Bog or Bog Soils. Otherwise the better drained Erickson soils are nearly as fertile as the Newdale undulating phase. The Erickson Association is categorized as Capability Class II.

The north-east portion of the Rural Municipality enters into the Grey-wooded zone, specifically the Waitville Association, occurring

on the upper slopes of the Riding Mountain, approximately above the 2000 foot contour. The forest cover is an indication of higher humidity resulting in an increase in degradation or leaching. The degree of leaching distinguishes soil in this association from the 2 previously mentioned. The irregular topography of steep slopes and hills create a number of undrained depressions forming shallow lakes, spruce and tamarack bogs and open swamp. Intense erosion during glacial times have left stone scattering. The Waitville clay loam soil is of Capability Class III.

Along the planning district's northerly border, siding the upper slopes of the Riding Mountains is found Seech Association. The land at this location is irregular, steeply sloping to hilly with excessive drainage. The Seech sandy loam soil is adaptable to mixed farming with the focus being placed on grasses and legumes for hay and pasture. Low moisture retention subjects area to periods of drought. The land is of Capability Class V.

1.3 Summary and Concerns

This section has described the historical development of the Rossburn Planning District and examined the local physical characteristics. The information will provide the foundation from which to further explore the area.

II POPULATION CHARACTERISTICS

II POPULATION CHARACTERISTICS

2.1 Introduction

A demographic study is integral to the formulation of any development plan. The past, present and future population trends and their underlying forces reveal the demand for public and municipal services, as well as the community's ability to afford any necessary improvements or expansions. It is imperative therefore, that population characteristics and composition be analysed prior to the adoption of long range land use policies.

2.2 Rural Municipality of Rossburn

i) Population Size or Growth

Often the prediction of a community's future development requires a simple mathematical extrapolation of past trends into the future. The rate of change over a 15 year period, 1971 - 1986, can be calculated from Statistics Canada data and assumed to continue for the next 15 year peiod. The disadvantage of this method is its lack of acknowledgement for changing trends, such as birthrates, rate of immigration and economic conditions.

The rate of growth, or in this case, decline, for the Rural Municipality of Rossburn can be seen in Table 1. The area lost 187 people or -17.4% between 1971 - 1976, 124 people or -13.9% between 1976 - 1981 and 51 people or -6.7% between 1981 - 1986. It should be noted that while the trend illustrated is one of decline, the rate has slowed over the years. This may be an indication that the rural population is becoming more stable, having already made the major

adjustments.

TABLE 1

Rural Municipality of Rossburn

Year	Population	Increase	% Increase	Average Annual % Increase
1971	1077			
1976	890	-187	-17.4%	- 3.5%
1981	766	-124	-13.9%	- 2.8%
1986	715	- 51	- 6.7%	- 1.3%

ii) Comparative Data

Table 2 compares population change with 3 other selected rural municipalities. The three considered include Shoal Lake, due to its similarity in size and close proximity, Russell, because of its being the nearest larger service centre and Brandon area, specifically R. M. of Cornwallis, since Brandon is a large regional centre.

TABLE 2

Comparative Data (R.M.'s)

Year	Rossburn		Shoal Lake		Russell		R.M. of Cornwallis	
	Pop.	% Chge.	Pop.	% Chge.	Pop.	% Chge.	Pop.	% Chge.
1971	1077		1110		833		4052	
1976	890	-17.4	945	-14.9	710	-14.8	3760	-7.2
1981	766	-13.9	846	-10.5	653	- 8.0	3878	+3.1
1986	715	- 6.7	795	- 6.0	634	- 2.9	4243	+9.4

Data from the other 3 areas indicate substantial loss in population over the years 1971 - 1976, with the Rural Municipality of Cornwallis having the lowest number leaving and the R. M. of Rossburn the highest. These figures are in keeping with the pattern set by the Rural Municipality of Rossburn. Likewise, the Rural Municipality of both Shoal Lake and Russell have, through the years 1976 - 1986, still incurred population loss, but to a lesser extent. The Rural Municipality of Cornwallis, however, has experienced a 3.1% gain in population between 1976 - 1981 and a 9.4% gain in population between 1981 - 1986. The different trend arising in the Brandon area, may be attributed to the fact that Brandon is indeed, a growing regional centre, and thus proximity to it is perceived as being desirable.

Generally, the population of the Rural Municipality of Rossburn, in comparison to the other rural municipalities, is of a competitive nature, with the previously mentioned exception of the Rural Municipality of Cornwallis.

iii) Population Composition and Distribution

a) Age Groupings

An investigation into the composition of a population, according to age and sex, will illustrate groupings. This then, will enable the community to plan for the needs of the people more accurately, since various age groups have differing needs. Table 3 illustrates the distribution of the population from 1971 - 1986, while figure 3 shows the same information graphi-

TABLE 3

Rural Municipality of Rossburn

Age	1971			1976	1981			1986		
	M	F	Total		M	F	Total	M	F	Total
0 - 4	42	43	85		35	30	65	25	20	45
5 - 9	47	49	93		40	30	70	30	30	60
10 - 14	42	57	99		35	35	70	45	25	70
15 - 19	49	55	104		30	30	60	40	30	70
20 - 24	34	21	55		15	20	35	15	10	25
25 - 34	55	58	113		50	40	90	45	40	85
35 - 44	62	50	112		60	45	105	55	50	105
45 - 54	86	70	156		45	40	85	60	30	90
55 - 64	94	75	169		55	35	90	40	35	75
65 - 74	55	32	87		20	15	35	45	25	70
75 & over	26	17	43		35	20	55	15	15	30
Totals	592	527	1119		420	340	760	415	310	725

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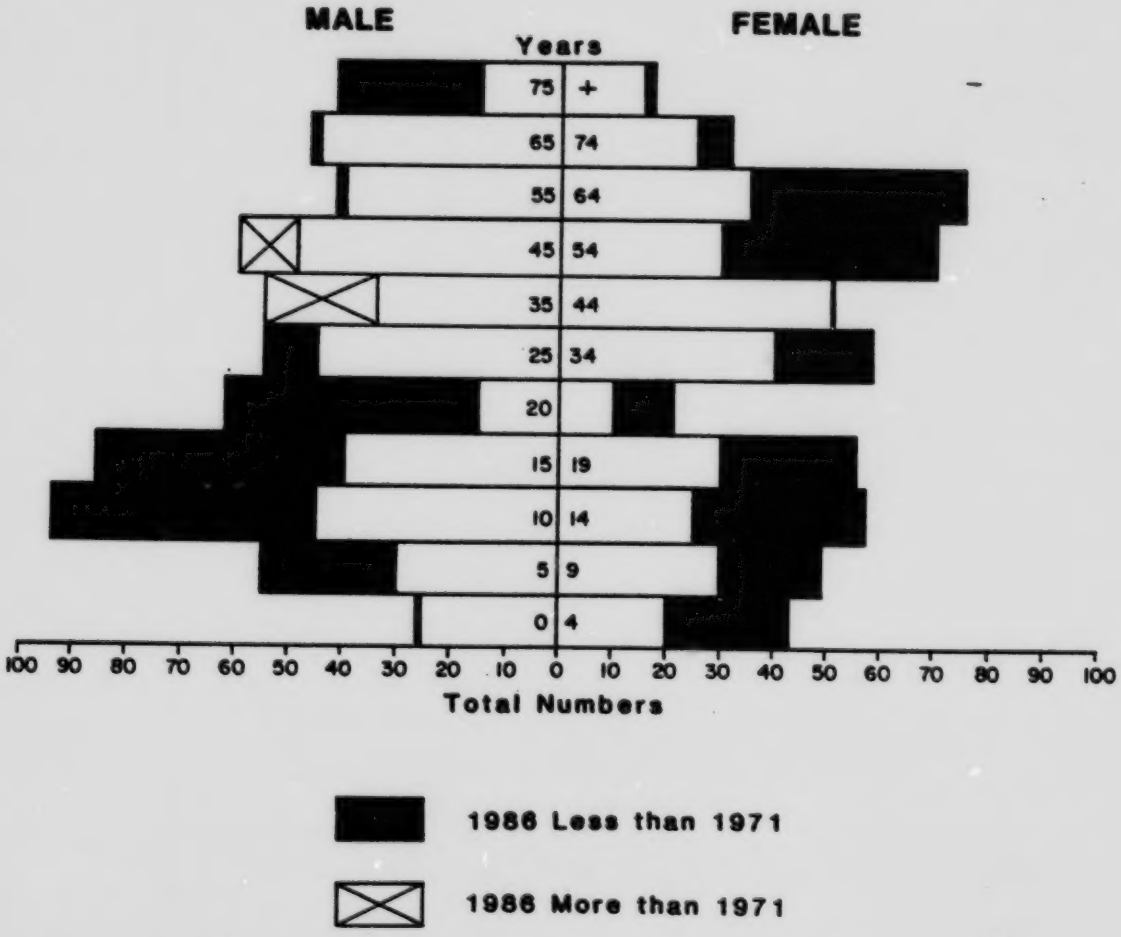
FIGURE 3

RURAL MUNICIPALITY OF ROSSBURN

POPULATION PYRAMID BY AGE AND SEX

1971 and 1986



cally.

The numbers in all age groups have decreased significantly since 1971. 1981 and 1986 statistics are, however, quite similar, with the exception of the 2 age groups, 65 - 74 and 75 and over. The number of people of retirement age in the first group appears to have escalated from 35 in 1981 to 70 in 1986, while the number 75 years and over decreased by 25. The latter is understandable, but the former indicates quite a substantial increase.

"The majority of rural municipalities have fewer 0 - 4 year olds than 10 - 14 year olds and in many of these municipalities the decline is in excess of 33 percent."[1] According to the Westarc Group Inc. report, the R. M. of Rossburn has lost more that 33% of its young. The 20 - 24 year old age groups have been consistently low over the years. Many rural regions are experiencing the loss of high-school graduates to the city as the young seek employment opportunities or further education. The other age groups seem reasonably constant.

b) Family and Household Size

Families and households define two separate entities. A family unit consists of a husband and wife, with or without children, or a single parent with children. A household on the other hand, may consist of a number of persons or families within

[1]Westarc Group Inc., A New Agenda for Rural Manitoba, Printed by Manitoba Community Newspapers Association, Winnipeg, Manitoba, P. 13.

one dwelling unit. The two terms, therefore, may not be interchanged.

Table 4 illustrates the household characteristics, including the average number of persons per private household. The data reveals a minimal decrease in total numbers of private households. The number of 1 person households decreased by 10, and the rest by 5, except the 4 - 5 person households, which increased by 5. The average number of persons per private household remained at 3.0 for the 2 census years, 1981 and 1986.

Table 5 shows the family characteristics, including the average number of children per census family. The number of husband - wife families has decreased by only 5, while the number of lone parent families doubled in 1986. The average number of children per census family and the average number of persons per census family have remained virtually the same.

TABLE 4

Rural Municipality of Rossburn
Household Characteristics

Year		1981	1986
Total No. of Private Households		255	240
Size of Households -	1 person	50	40
	2	80	75
	3	40	35
	4 - 5	55	60
	6 - 9	30	25
	10 or more	-	-
Average No. of persons per Private Households		3.0	3.0

TABLE 5

Rural Municipality of Rossburn
Family Characteristics

Year		1981	1986
Total No. of Census families in Private Households		200	190
Husband - Wife families		185	180
Lone Parent families		10	20
No. of Children at home -	0	70	75
	1	50	40
	2	30	45
	3 or more	45	40
Average No. of children per census family		1.5	1.4
Average No. of persons per census family		3.4	3.3

iv) Population Projection

A population projection is a device which attempts to predict the population at certain points in the future. This allows some reasonable estimate of population growth to be given, facilitating the determination of future community needs in areas such as land use, housing and infrastructure, etc.

Population projections are reasonably accurate, unless the area experiences sudden or drastic population changes. Also worthy of note is the fact that the population projections may differ according to the basic assumptions or the methods used to make the forcast. The planning process requires continual review, and therefore allows for adjustments to be made.

Population change occurs by deaths, births and migration. The effects of annexation, consolidation and other forms of change within each of the planning districts are disregarded. Due to the number of variables to be considered, a population forcast should have high and low estimates. Two methods of population projection, the straight-line projection and the exponential growth projection, are utilized for comparison purposes.

Straight-Line Projection

This method is based upon the assumption that past population trends will continue into the future. In the 15 year period, between 1971 - 1986, the Rural Municipality population decreased by 362, giving an average yearly decrease of 24 persons. The actual population change over the time period occurred in varying degrees, but the figure of 24 gives a long-term average. The projected population for the Rural Municipality of Rossburn utilizing this straight-line projection method, is shown in Table 6. This method suggests a possible population of 235 by the year 2006.

Exponential Growth Projection

This alternate method of calculation applies the average percentage increase or decrease to the growth figure, and results in a different solution from the first method. The exponential growth projection method is based on the assumption that population increases continuously, by a certain percentage annually, producing an exponential growth curve.

The population of the Rural Municipality of Rossburn decreased by an average annual rate of 2.5% in the 15 year period between 1971 - 1986. The annual percentage decrease has however, fluctuated over this time period. Since 1971 the growth rate has dropped below the 15 year average and the average annual rate of decrease has been lessening. Table 7 illustrates a few rates of annual decrease with the straight line projection.

TABLE 6

Straight-Line Population Projection
(1986 - 2006)

Arithmetic Projection

Actual Increase (1971 - 1986)	- 362
Projected Increase (1986 - 2006)	- 480
Average Increase per year	- 24
Average Increase per 5 years	- 120

Actual		Projected	
1971	1077	1991	595
1976	890	1996	475
1981	766	2001	355
1986	715	2006	235

TABLE 7

Year	Population	Absolute Increase	% Increase	Average Annual Rate of Increase
1971	1077			
1976	890	- 187	- 17.4	- 3.5
1981	766	- 124	- 13.9	- 2.8
1986	715	- 51	- 6.7	- 1.3

Year	Arithmetic	2.5%	2.0%	1.5%	0.36%
1986	715	715	715	715	715
1991	595	626	644	661	702
1996	475	548	579	611	689
2001	355	480	521	565	677
2006	235	420	469	523	665

2.3 Village of Rossburn

i) Population Size of Growth

Usually, 15 years is a long enough period of time to observe any emerging trends and draw some conclusions concerning population. The statistics shown in Table 8 show that Rossburn has been experiencing some fluctuation. Rossburn maintained a relevant increase in population until 1981. The decrease of 4.6% occurred between 1981 and 1986.

TABLE 8

Village of Rossburn

Year	Population	Increase	% Increase	Average Annual % Increase
1971	638	-	-	-
1976	652	14	2.2	.4
1981	696	44	6.7	1.3
1986	664	- 32	- 4.6	- .9

ii) Comparative Data

Table 9 compares the population of the Village of Rossburn with 3 other urban centres; Shoal Lake, Russell and Brandon. Shoal Lake represents a nearby centre of similar size, while Russell is the closest larger centre and Brandon, the large regional centre.

TABLE 9

Comparative Data (Urban Centres)

	Rossburn		Shoal Lake		Russell		Brandon	
Year	Pop.	% Chge	Pop.	% Chge	Pop.	% Chge	Pop.	% Chge
1971	638		833		1526		32713	
1976	652	2.2	865	3.8	1524	- 0.1	34901	6.7
1981	696	6.7	835	- 3.5	1660	8.9	36320	4.1
1986	664	- 4.6	832	0.4	1669	0.5	38708	6.6

Upon examination of the data, it can be seen that no extreme changes in population took place. In fact, Shoal Lake and Russell remained virtually the same from 1981 - 1986, Brandon increased by 6.6% between those same years, and Rossburn lost 4.6% of its population.

The Village of Rossburn in comparison to the Rural Municipality of Rossburn however, seems to have maintained a relatively stable population.

iii) Population Composition

a) Age Grouping

Unlike the Rural Municipality of Rossburn, the Village has maintained a relatively constant total population from 1971 - 1986. Table 10 illustrates the population distribution over the 15 year span from 1971 - 1986, while figure 4 shows the same information graphically.

TABLE 10

Population Composition and Distribution

Village of Rossburn

Age	1971			1976	1981			1986		
	M	F	Total		M	F	Total	M	F	Total
0 - 4	23	19	42		20	15	35	10	15	25
5 - 9	17	30	47		20	20	40	15	25	40
10 - 14	28	33	61		25	20	45	15	20	35
15 - 19	49	28	77		25	35	60	20	20	40
20 - 24	27	18	45		20	10	30	10	15	25
25 - 34	35	36	71		30	30	60	45	30	75
35 - 44	27	34	61		35	35	70	25	20	45
45 - 54	31	33	64		30	35	65	30	40	70
55 - 64	41	39	80		45	50	95	40	50	90
65 - 74	29	27	56					60	70	130
65 - 69					35	30	65			
70 & over					65	75	140			
75 & over	34	37	71					45	55	100
Totals	341	334	675		350	355	705	315	360	675

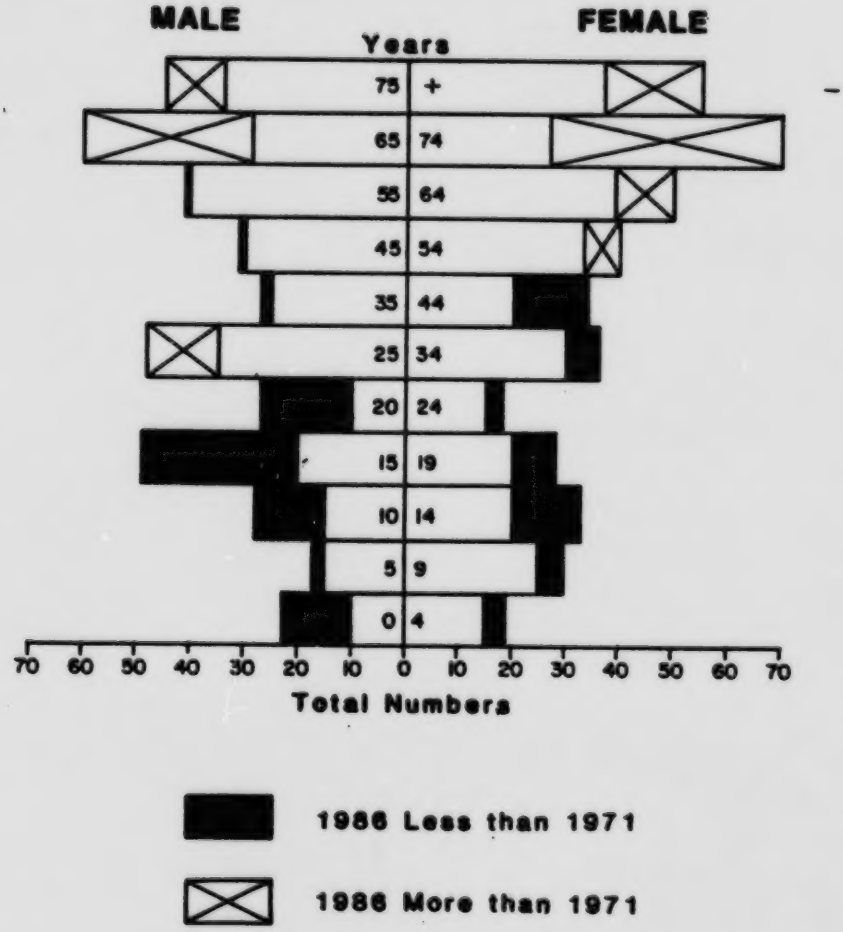
unavailable

FIGURE 4

VILLAGE OF ROSSBURN

POPULATION PYRAMID BY AGE AND SEX

1971 and 1986



In comparison to the Rural Municipality, the Village population however, is less evenly distributed. The percentage of the total population that are between 0 - 24 years, has been decreasing gradually over the years since 1971. As with the rural population, the younger people in Rossburn are attracted to larger centres with their greater employment and education opportunities.

Conversly, as can be expected, there is a tendancy for a greater number of older people, 55 years plus, to reside in the village. This may be a reflection of the trend found in most rural communities, where residents of surrounding rural areas retire to the nearest community. The older, less mobile population then have easier access to hospitals and health clinics, churches, assembly halls and retail outlets, as well as ambulance and fire protection services. Rossburn also has a personal care home and a senior citizen home, which will account for a significant portion of the elderly population.

b) Family and Household Size

The household characteristics, including the average number of persons per private household for the Village of Rossburn, are illustrated in Table 11. The 1981 and 1986 figures show a increase of 5 households in 1986. The number of 1 person households increased slightly from 90 in 1981 to 25 in 1986, and the number of 2 person households was 110 in 1981 and re-

mained at 110 in 1986. The number of 3 person households dropped 5, while 4.5 person households stayed constant at 40. The average number of persons per private household has remained quite constant.

Table 12 shows the family characteristics including the average number of children per census family. The statistics reveal no significant change from 1981 to 1986.

TABLE 11

Village of Rossburn
Household Characteristics

Year		1981	1986
Total No. of Private Households		295	300
Size of Household -	1 person	90	105
	2	110	110
	3	40	35
	4 - 5	40	40
	6 - 9	15	10
	10 or more	-	-
Average No. of persons per Private Household		2.3	2.2

TABLE 12

Village of Rossburn

Family Characteristics

Year		1981	1986
Total No. of Census families in Private Households		190	185
Husband - Wife Families		185	175
Lone Parent Families		10	10
No. of Children at Home -	0	100	105
	1	35	35
	2	20	20
	3 or more	35	25
Average No. of Children per census family		1.0	0.8
Average No. of persons per census family		2.9	2.8

iv) Population Projection

Straight-Line Projection

In the 15 year period between 1971 - 1986, the Village of Rossburn's population increased by 26, giving an average yearly increase of 1.7 persons. Of course, the population change actually occurred in differing amounts. The projected population for the Village of Rossburn, according to the straight-line projection method, is shown in Table 13. This table predicts a population of 700 by the year 2005.

TABLE 13

Straight Line Population Projection
(1986 - 2006)

Arithmetic Projection

Actual Increase (1971 - 1986)	26
Projected Increase (1986 - 2006)	
Average Increase Per Year	1.7
Average Increase per 5 years	8.7

Actual			Projected		
1971	-	638	1991	-	673
1976	-	652	1996	-	682
1981	-	696	2001	-	691
1986	-	664	2006	-	700

Exponential Growth Projection

In the 15 year period between 1971 - 1986, the population of the Village of Rossburn has increased by an average annual rate of 0.3%. Speculation based on this method is expressed in Table 14.

TABLE 14

Year	Population	Absolute Increase	% Increase	Average Annual Rate of Increase
1971	638			
1976	652	14	2.2	0.4
1981	696	44	6.7	1.3
1986	664	- 32	- 4.6	- 0.9

Year	Arithmetic	0.3%	1.0%	0.1%
1986	664	664	664	667
1991	673	674	697	670
1996	682	684	732	673
2001	691	694	769	676
2006	700	704	807	679

V) Population Issues

Over the past 15 year period, the Rural Municipality of Rossburn has experienced a rather steady decline in population. This trend, 'rural depopulation', is not unique to this area. It is rather, a nation-wide phenomenon. By the year 1986, 56% of Manitoba's population lived in Winnipeg and 72% lived in urban areas. If the rural depopulation trend continues, the province's rural areas will become increasingly dependent upon Winnipeg, straining social, political and economic resources.

The declining population of the Rural Municipality of Rossburn also affects the viability of the community by reducing the trading population. This adds further pressure to the Village of Rossburn, making it difficult to maintain existing businesses and services, unless the trend reverses or the centre experiences a period of population growth.

The increasing number of people of retirement age in the area supports the graying of rural Manitoba trend. The Rural Municipality of Rossburn showed a substantial increase of older people from 1971 to 1986.

Generalizations based on provincial statistics show towns with populations between 50 - 1,000 to have no increase in population over this past decade, while towns with populations between 1,000 - 5,000 show a slight increase, though lower than both provincial and Winnipeg gains. The Village of Rossburn population has virtually remained constant, the increase from 1976 - 1986 being a mere 12

persons. The minimal variation in population is comparable to the Shoal Lake situation.

The population of the Village of Rossburn has increasingly polorized over the years. The young (0 - 24) faction has decreased gradually, while the senior population has grown. A foundation document submitted by the Brandon based Westarc Group Inc. stated; "The percentage of senior citizens in rural communities appears to be directly related to the size of the community. For example, in Winnipeg, 12.3% of the population are 65 and over. In Manitoba communities of 1,000 - 5,000, the percentage of 65 and over is nearly twice this level, and the percentage is even higher in smaller communities."[1] In 1986, 34.6% of Rossburn's population was 65 or older.

In 1986 age demographics of the village reveal the "dependency ratio', those 0 - 14 years plus those 65 and over compared to those aged 15 - 64, to be 95.7%. This, in comparison to Canada's 47% ratio and Winnipeg's 47.3% ratio, is guite high, and even high for Manitoba towns and villages. "Manitoba communities of 1000 to 4000 have an average ratio of 77.1%; and towns and villages between 500 and 1000 have an average Dependency Ratio of 87.7%."[2] The denpendency ratio was 69.6% in 1971 and 85.5% in 1981. This indicates a trend toward a growing number of dependents. A number of smaller Manitoba communities have Dependency Ratios above 100%.

1 & 2
Westarc Group Inc., A New Agenda for Rural Manitoba, Printed by Manitoba Community Newspapers Association, Winnipeg, Manitoba, 1989, P.9.

The percentage of the total population of working age has dropped from 59.0% in 1971 to 54.7% in 1981 and 51.9% in 1986. These statistics, though illustrative of a gradual decrease, 7.1% over a 15 year period, are not alarming, and by no means peculiar to Manitoba communities.

The growing number of older people in the community will have significant implications for housing, health care, and the delivery of social services. A potential negative aspect of an aging population is the observation that seniors often spend less money on goods and services. On a more positive note, the needs of seniors create employment opportunities in areas of health care and housing requirements.

III

ECONOMIC CHARACTERISTICS

III. ECONOMIC CHARACTERISTICS

3.1 Introduction

This section is intended to offer insight into the economic structure of the Rural Municipality of Rossburn and the Village of Rossburn. Labour force characteristics, by industry division and by occupation, as well as income level statistics, act as indicators of the economic climate of a community. This in turn, will serve as a general guide to the formulation of land use plans and transportation and facility requirements, etc.

3.2 Rural Municipality of Rossburn

i) Regional Economy or Rural Economic Base

The industrial activities comprising a region or urban area are usually divided into 3 sections: Primary industries including those in simplest form such as agriculture and mining, Secondary industries including manufacturing and construction and lastly, Tertiary industries including those industries basically service oriented.

The region being studied is devoted primarily to agriculture, more specifically mixed farming and livestock. The soil within this area ranges from capability class 11 to capability class V. In order to better understand the soil classification system, it should be known that Class 2 soil yields 85% of the yields associated with Class 1 soil, Class 3 yields 70% and Class 4 yields 50%. The particular type of farming that has developed is a result of regional crop adaptation, economic conditions and practical experience.

The average farm size in Manitoba today is larger than 700 acres, although sizes may range from an average of 262 acres in some rural municipalities to 1400 acres in others. The average size in the Rossburn area is 705 acres. Table 15 indicates Manitoba farm size in acres. The vitality of the agricultural industry may be determined, in part, by the number of farms and the stability of farm size. The total number of farms in the Rural Municipality of Rossburn has decreased by 49 from 265 in 1976 to 216 in 1986. The changing figures may reflect the trend to farm consolidation. Table 31 in Part IV illustrates the total area of farmland, but in general there has been an increase in the amount of improved land and a slight decrease in the amount left unimproved. This would indicate that land is not being taken out of production.

TABLE 15

Size Distribution (acres)

Farms classified by size	1976	1981	1986
Total Number of Farms	265	225	216
under 10 acres	1	1	2
10 - 69	3	4	1
70 - 239	47	38	36
240 - 399	62	36	39
400 - 559	59	44	27
560 - 759	35	28	30
760 - 1119	36	40	43
1120 - 1599	14	20	20
1600 - 2239	6	11	11
2240 - 2879	1	2	5
2880 +	1	1	2

ii) Labour Force Characteristics

a) Employment Structure

Agriculture has generally been the largest employer until recent years when secondary and tertiary industries gained importance. There is a growing percentage of Manitoba farm operators who work off-farm as a means of subsidizing the family farm. Table 16 shows the % increase in off-farm work and the average number of days worked off-farm in Manitoba. It is quite common for spouses to work both in the farm operation, as well as elsewhere. Generally, the service sector has job possibilities, especially in areas such as health care services, skilled tradespeople and the hospitality and food industry, in addition to clerical and related areas.

TABLE 16

Off-Farm Work in Manitoba

The past 25 years have shown increases in off-farm work and the average number of days worked off-farm.

Year	Working Off-Farm	Average Days Off-Farm Work/Year
1961	24.3%	135.2
1971	30.9%	142.6
1976	28.9%	155.5
1981	35.4%	154.3
1986	35.5%	158.2

Source: Censuses of Canada

Table 17 lists employment by industry division for the 15 year period from 1971 - 1986, and Table 18 lists the labour force by occupation. The statistics for 1971 show that 61% of the females worked in the area of farming, horticulture and animal husbandry. By 1981, the percentage of females working in the primary sector had dropped to 29% and by 1986 the % had increased again to 64%. Most females were employed in management, administration and related occupations or medicine and health or clerical and related. The areas of sales and and service remained surprisingly low, but irrespective, tertiary industries grew from employing 16% of the total work force or 17% of the female work force in 1971 to 21% of the total work force or 36% of the female work force in 1986.

The bulk of the male workforce is still focused heavily on the primary sector, and in fact the 72% figure in 1971 has increased to 78% in 1986. Still, employment in tertiary industry has decreased by 3%.

Another characteristic worthy of mention is the age of farm operators. Table 19 lists operators according to age for the geographic location of Rossburn and, for comparison purposes, Shoal Lake and Russell. Only 8% of Rossburn farm operators are under the age of 30, whereas 13% of Russell farm operators and 18% of Shoal Lake farm operators are under 30. The percentage under 50 is similar for all 3 areas: 58% for Rossburn, 66% for Shoal Lake and 53% for Russell.

TABLE 17

Labour Force by Industry Division

Rural Municipality of Rossburn

	1971	% Chge		1976	1981	% Chge		1986	% Chge		
		Total	M F			Total	M F		Total	M	F
Total	455			Unavailable				38			
Primary	315	69%	72 61		210	69%	81 29	295	78%	85	64
Secondary	15	3%	4 0		15	5%	6 0	-5		2	
Tertiary	75	16%	16 17		80	26%	13 71	80	21%	13	36
Ind. Unspec. of undefined	50	11%	7 22								

TABLE 18

Labour Force by Occupation

Rural Municipality of Rossburn

	1971		1976	1981		1986	
	M	F		M	F	M	F
Total	340	115		235	70	240	140
Man. Admin. & Rel.	-	-		15	-	5	10
Teaching & Rel.	-	-		-	-	-	-
Medicene & Health	-	-		-	10	-	15
Tech. Soc. Rel. Art. & Re.	-	-		-	5	10	-
Clerical & Rel.	5	5		-	-	-	15
Sales	-	-		-	15	5	5
Service	5	10		-	15	5	5
Primary	-	-		190	20	205	90
Farm Hort. & Animal Hus.	250	70		-	-	-	-
Other Primary	10	-		-	-	-	-
Processing	-	-		5	5	-	-
Mach. & Proc. Fab. Assem't & Rep.	5	-		5	-	5	-
Construction Trades	20	-		10	-	-	-
Transport Equipment Operating	5	-		10	-	-	-
Other	15	-		-	-	5	-
Not Stated	25	25		-	-	-	-

Unavailable

TABLE 19

Operators Classified by Age, June 3, 1986

Rural Municipality of Rossburn

Geographic Identification	Number of Farms	Under 25	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70 & Over
Shoal Lake	142	2	24	28	20	9	11	14	15	22	11	6
Rossburn	216	4	13	22	22	30	34	30	18	16	16	11
Russell	170	12	10	27	12	13	16	17	20	21	11	11

b) Income Levels

The level of personal income gives a indication of a community's well-being since higher income levels allow a centre to afford a better quality or increased quantity of personal amenities. Better quality homes have greater value and hence increase a community's tax base. This in turn, creates greater revenue for the municipality and thus, under these conditions, the quality of life will improve.

Table 20 illustrates family income, while Table 21 illustrates household income for the census years 1981 and 1986 for the Rural Municipality of Rossburn as compared to the Rural Municipalities of Russell and Shoal Lake. The family income statistics show the Rural Municipality of Rossburn to have a slightly lower average income than either the Rural Municipality of Shoal Lake or the Rural Municipality of Russell. The household income statistics also show the same ranking.

Table 22 describes the economic situation of Manitoba farmers in the region geographically identified as Division 16. Rossburn has 216 farms which have over $250.00 in sales and 101 with over $25,000.00 in sales. The average farm size is 705 acres, and the average farm capital is $229,000.00. The amount of farm capital is third lowest in Division 16, Park (North) is lowest at $157,000.00 & Hillsburg next at $220,000.00. Rossburn's average investment in machinery of $66,600.00 is comparable to most in

TABLE 20

Family Income

	R. M. of Rossburn		R. M. of Shoal Lake		R. M. of Russell	
	1981	1986	1981	1986	1981	1986
Total # Census Families	205	190	265	200	165	
under 5,000	50	30	25	-	25	
5,000 - 9,999	60	25	70	20	30	
10,000 - 14,999	55	50	40	25	35	Not Available
15,000 - 19,999	10	35	45	40	15	
20,000 - 24,999	15	10	35	20	39	
25,000 - 29,999	10	15	20	20	-	
30,000 - 34,999	5	-	15	25	25	
35,000 - 39,999		15		10		
40,000 - 49,999	5	5	5	20	15	
50,000 & over		5		15		
Average Income	11,602	15,884	15,935	27,626	17,894	22,848
Median Income	9,075	14,721	13,635	23,249	18,544	
Std. error of Average Income	1,335	2,951	1,218	2,351	2,722	

TABLE 21

Household Income

	R. M. of Rossburn 1981	R. M. of Rossburn 1986	R. M. of Shoal Lake 1981	R. M. of Shoal Lake 1986	R. M. of Russell 1981	R. M. of Russell 1986
All Private Households	250	220	325	325	215	Not Available
under 5,000	90	30	45	20	35	
5,000 - 9,999	50	35	80	70	55	
10,000 - 14,999	65	45	50	55	40	
15,000 - 19,999	10	35	50	40	20	
20,000 - 24,999	10	20	40	35	30	
25,000 - 29,999	15	20	20	25	5	
30,000 - 34,999	10	5	20	30	20	
35,000 - 39,999		15		15		
40,000 - 49,999	5	5	10	25	10	
50,000 & over		5		20		
Average Income	11,194	16,119	14,643	21,936	15,878	22,183
Median Income	8,713	14,599	12,702	17,666	12,570	
Std. Error of Average Income	1,187	2,485	1,083	1,789	1,848	

TABLE 22

Manitoba Farms

Geographic Identification	Number of Farms Over $250 in sales	Number of Farms Over $25,000 in sales	Average Size (acres)	Average Farm Capital	Average Investment Machinery Equipment	Average Investment Livestock Poultry	Percentage of Farmers Aged Under 55 years
				to nearest thousand $	to nearest hundred $	to nearest hundred $	%
Division #16	1,288	712	754	274,000	70,700	35,800	65
Boulton	135	76	668	247,000	62,700	36,600	64
Hillsburg	156	60	675	220,000	54,600	36,700	67
Park (North)	58	18	602	157,000	36,600	34,100	55
Rossburn	216	101	705	229,000	66,600	33,700	72
Russell	170	96	738	313,000	73,400	33,200	63
Shell River	257	150	834	306,000	71,000	39,000	63
Shellmouth	144	93	763	260,000	64,500	34,500	59
Silver Creek	152	117	909	382,000	115,300	37,700	66

that division, as is its investment in livestock - poultry at $33,700.00. Rossburn has the highest % (72) of farmers aged under 55 years in Division 16.

3.3 Village of Rossburn

i) Urban Economic Base

An interdependence evolves in rural areas between a service centre and the surrounding agricultural hinterland, as is the case of the Village of Rossburn and the Rural Municipality of Rossburn. The economic effort of a centre is supported by local demands and by non-local demands. The two are distinct, since the economic effort extended to satisfy local demand is termed non-basic and is responsible for the distribution of income among community residents. The other, economic effort extended to satisfy non-local demand, is termed basic and brings money into the centre.

The economic tie between the centre and the area it serves or market area is very strong. The urban centre provides the services demanded by the municipality and in turn, the rural municipality's needs provide employment in the centre. The economic role of a centre may be identified and described for the purposes of this study.

Economic or Functional Role of Rossburn

The Village of Rossburn was classed as a "local centre" in working paper #2 of the Regional Analysis Program - Southern Manitoba Study of 1974. This study identified distict functional groupings of

settlements; city, regional centre, market centre, local centre, convenience centre, smaller stop off centre and single enterprise centre. This delineation of settlement classes describes local centres as communities of 500 - 1000 persons that provide a number of services.

Local centres in general, were considered to have grown at a slower rate than larger towns, and since 1966 may have even declined in population. Further, it was believed that these towns may be becoming less important in regard to their economic functions, and possibly more important for social functions.

The Village of Rossburn appears to have gained population over the years only to lose it again. In 1971 Rossburn's population was 638, in 1986 it was 664. The peak seemed to come in 1981 at 696. The community offers a variety of services and promotes its vacationing attributes.

Rossburn Trade Area

The effect the Village of Rossburn has on the surrounding area may be assessed in part, by the analysis of the sphere of influences, or in other words, the trading area. Rossburn was listed in the 1982 Community Report at having a trading area population, including the village population, of 2,000. However, since population declined since then, so too would the trading area population.

As for the distance of the trading area, it can be assumed that it

would not extend much further than the boundaries of the surrounding municipality due to the proximity of other small trade centres such as Russell, Birtle and Shoal Lake.

The trade areas of an urban centre may be divided into primary, secondary and tertiary trade areas. The primary area assumes 60 - 70% of the trade, secondary 20 - 30% and tertiary the residual. This study requires only a general trade area pattern be established. It should be noted that psychological and physical barriers may influence patterns.

ii) Labour Force Characteristics

a) Employment Structure

Employment statistics are reliable indicators of the type and significance of the local economic activities affecting the economic base of Rossburn. The table on the following page lists employment by industry division for the census years of and between 1971 - 1986.

The table on the following page indicates the majority of the work force to be employed in tertiary industry. The percentile has consistently been high, ranging from 74% in 1971 to 82% in 1986. The percentage of the total work force in secondary industries however, has dropped from 16% in 1971 to 4% in 1986, while activity in the primary sector grew from 6% in 1971 to 17% in 1986.

TABLE 23

Labour Force by Industry Division
Village of Rossburn

	1971	% Chge	1976	1981	% Chge	1986	% Chge
Total	250			235		225	
Primary	15	6%	-	40	17%	40	17%
Secondary	40	16%	-	15	6%	10	4%
Tertiary	185	74%	-	180	77%	185	82%
Ind. unspec. or undefined	30	12%					

Clearly, tertiary industries play a major role in Rossburn.

Table 24 further delineates the labour force by grouping according to occupation. The most popular occupations for females appear to be in the area of clerical and related, sales and service, whereas the bulk of male work force occupied management, administrative and related positions.

b) Income Levels

Table 25 illustrates family income while Table 26 illustrates household income for the 2 most recent census years 1981 and 1986 for the Village of Rossburn as compared to the Village of Shoal Lake and the Town of Russell. This table shows the average income of Rossburn to be somewhat lower that the average income of the other two locations. The average income of Rossburn

TABLE 24

Labour Force by Occupation
Village of Rossburn

	1971		1976	1981		1986	
	M	F		M	F	M	F
Total	160	90		130	95	145	90
Man. Admin. & Rel.	10	-		30	10	45	10
Teaching & Rel.	15	20		5	15	5	5
Medicine & Health	-	10		-	10	-	5
Tech. Soc. Rel. Art. & Rel.	5	-		5	-	-	-
Clerical & Rel.	-	15		-	30	5	25
Sales	20	15		5	5	5	10
Service	15	15		15	25	5	25
Primary		-		20	10	25	5
Farm Hort. & Animal Hus.	20	-					
Other	5	-					
Processing	5	-					
Mach. & Proc. Fab. Assembl. & Rep.	15	5		10	-	10	-
Construction Trades	20	-		10	-	15	-
Transport Equipment Operating	20	-		20		20	-
Other	-	-		5		10	-
Not Stated	15	15					

TABLE 25

Family Income

	Rossburn		Shoal Lake		Russell	
	1981	1986	1981	1986	1981	1986
Total # Census Families	180	190	230	240	415	
under 5,000	5	5	10	-	15	
5,000 - 9,999	80	15	35	-	80	
10,000 - 14,999	30	40	50	40	70	
15,000 - 19,999	15	15	25	20	55	
20,000 - 24,999	20	45	35	35	50	
25,000 - 29,999	15	25	45	55	50	
30,000 - 34,999	5	5	5	20	25	
35,000 - 39,999		25		15		
40,000 - 49,999	10	5	25	25	65	
50,000 & over		5		25		
Average Income	15,521	22,276	21,218	30,054	23,274	28,729
Median Income	12,363	22,234	19,582	26,713	18,687	
Std. Error of Average Income	1,669	1,752	1,584	2,303	1,945	

Not Available

TABLE 26

Household Income

	Rossburn		Shoal Lake		Russell	
	1981	1986	1981	1986	1981	1986
All Private Households	290	300	350	350	620	
under 5,000	50	40	50	10		
5,000 - 9,999	125	85	80	40	190	
10,000 - 14,999	35	40	80	50	115	
15,000 - 19,999	15	20	25	45	65	
20,000 - 24,999	25	40	45	45	50	
25,000 - 29,999	10	30	35	70	60	
30,000 - 34,999	10	-	15	20		
35,000 - 39,999		25		15		
40,000 - 49,999	10	5	35	25	50	
50,000 & over		5		25		
Average Income	17,498	16,640	14,247	26,063	18,389	24,476
Median Income	8,830	13,149	12,654	21,966		
Std. Error of Average Income	1,246	1,413	2,499	2,061	1,455	

has increased by $6,755.00 from 1981 to 1986, whereas the same figures for Shoal Lake indicate an increase of $9,436.00 and $5,455.00 for the Town of Russell.

iii) Goods & Services

The following describes the goods and services in the Village of Rossburn and Tables 27 - 29 lists them.

a) Agricultural Sector

Rossburn has a number of agriculturally related services since it is in an agricultural area, some of which provide a considerable number of jobs. There are 2 farm equipment dealerships, 3 fertilizer sales outlets, 2 grain elevators and 4 bulk oil dealers.

b) Business and Professional Sector

Rossburn has a variety of businesses and professional services. This variety, in combination with the convenience help the centre compete with the nearby Town of Russell.

c) Government and Institutional Sector

The village enjoys a variety of community facilities beyond the aforementioned goods and services. This includes assembly halls, the hotel, library, health care facilities and a RCMP station.

TABLE 27

Agriculture Sector

Fertilizers	3
Grain Elevators	2
Farm Equipment Dealers	2
Bulk Oil Dealers	4

TABLE 28

Business and Professional Sector

Automotive Group

- Body Repair Shops - 1
- Bulk Oil Dealers - 4
- Implement Dealers - 2
- Motor Vehicle Dealers - 1
- Service Stations - 5

Building and Hardware Group

- Building Contractors - 5
- Hardwares - 2
- Lumber Yards - 1
- Woodworking - 1

General Merchandise Group

- Catalogue Sales Offices - 1
- General Stores - 2

Food and Beverage Group

- Eating Places - 3
- Grocery Stores - 3
- Liquor Commission - 1
- Locker Plant - 1

Furniture, Appliances and Home Accessories Group

- Electrical Appliances - 1
- Furniture Stores - 1

Professional Group

- Accountants - 1
- Lawyers - 1
- Medical Doctors - 1

Financial Group

- Banks - 1
- Credit Unions - 1

Other Groups

- Barber Shops - 2
- Beauty Parlours - 2
- Billiard Parlours - 1
- Dry Cleaners - 4 (agencies)
- Electrical Contractors - 1
- Fertilizers - 3
- Grain Elevators - 2
- Insurance and Real Estate - 4
- Laundries - 1
- Painters and Decorators - 2
- Plumbing and Heating - 2
- Printers - 1
- Road Contractors - 1

TABLE 29

Government and Institutional Sector

Government

RCMP - 4 Officers
Dept. of Agriculture - 1 representative

Health Care

Hospital - 1 (10 beds)
Personal Care Home - 1 (20 beds)
Public Health Clinic - at hospital
Ambulance - 1
Senior Citizen Home (Lion's Manor) - 1 (14 units)
Citizen Home (Lady of Fantima) - 1 (12 units)

Education

Elementary - 1 (K - 8)
Collegiate - 1 (9 - 12)
Pelly Trail School Division No. 37

Religion

Churches - 7 (Catholic, United, Greek Catholic, Johovah Witness,
Rent Alliance, Calvary Gospel, Pentacostic)

Miscellaneous

Assembly Halls - 4
Hotel - 1 (10 suites)
Library - 1
Fire Protection - 19 Volunteers, 2 pumper units
Garbage Disposal - Res. tri-weekly, Commercial bi-weekly
Recreational Facilities - Curling Rink, skating rink, baseball diamonds,
playgound, Rossman Lake facilities

3.4 Summary and Concerns

The changing economic climate, fueled by improved technology and consequently, increased mechanization, has triggered rapid rural restructuring and agriculture readjustment. The dramatic changes in agriculture over the past 3 decades; rapid applications of technologies and hence reduction in labour needs, and escalation in farm-based equity, has caused family farms to either give way to successful, expanding farm consolidations or supplement their farming income, thus creating multi-occupational households. The latter illustrates the importance of proximity to a trade or service centre.

Increased mobility and improved communication has further altered traditional farming practices by offering farmers the possibility of residing off the farm site, be it in town or elsewhere. Another growing potentially complementary relationship, is non-farm ownership. Rental from non-farm land owners may produce either of 2 effects; land rental may permit farmers the opportunity to expand their farming operations by regularly incorporating rented land, and similarly, the same process may force land prices to escalate, thereby making it difficult for farmers to expand their operations through land purchase.

The Rossburn Planning District has been subjected to all of the above forces. The importance of the agriculture economy cannot be overemphasized. It requires a network of supportive services, in other words, a local support economy is created. The Village of Rossburn and the Rural Municipality of Rossburn both rely heavily upon the well-being of the agriculture economy.

The area's economic base would be strengthened by the diversification of industrial or commercial activities. A current option under consideration is the establishment of a Hazardous Waste Treatment Plant. This will be discussed in Part IV - Land Use Characteristics Section 4.2 iv). At present however, the majority of the district's labour force outside of the primary sector, is involved in tertiary industries.

The apparent imbalances existing in the area's economic situation, that is lack of diversification, warrant careful examination. The decentralization trend may benefit Rossburn, as it did in the past in areas of health care, etc. Another positive aspect of the Rossburn area that has been developed and realized is its tourism/recreation potential.

IV

LAND USE

IV. LAND USE CHARACTERISTICS

4.1 Introduction

It is necessary to identify current land use and problem areas in order to facilitate the formulation of a long range land use plan. This section is meant to provide basic information on land characteristics, including any worrisome trends or activities.

4.2 Rural Municipality of Rossburn

i) Rural Land Use

Map 2 illustrates the land use for the Rural Municipality of Rossburn. This map indicates agricultural holdings, as well as other uses such as taxable dwellings, commercial and industrial. Taxable dwellings often refer to non-farm development including a rural residential site where the prime source of income is off the property, or a family split designed to house farmer's children or to house the retiring farmer. Any commercial or industrial activity is generally located on the fringe of Rossburn.

As stated in Part III Section 3 .2 i), the Rural Municipality of Rossburn is essentially an agricultural community. Table 30 illustrates Farm Land Use for the years 1971 and 1986. The total area of improved farmland in 1976 was 88,676 acres. This total rose to 101,182 acres (total of 4 categories) in 1986. Clearly, the area remains primarily agricultural.

TABLE 30

Farm Land Use

	R. M. Of Rossburn			Manitoba		
	1976	1981	1986	1976	1981	1986
Total Area of Farmland	144,890			19,008.3	19,026.3	18,819.4
Improved Land						
- Total Improved	88,676		101,182	12,804.0	12,890.8	13,600.6
% of Total	61%			67.4	67.8	72.3
- Under Crops	50,568		67,065	9,122.5	9,507.5	10,923.0
- Summerfallow	30,551		24,831	2,655.2	2,308.2	1,478.5
- Pasture	5,670		7,595	730.5	769.2	871.1
- Other	1,887		1,711	295.8	305.9	328.1
- Unimproved	56,214		52,577	6,204.3	6,135.4	5,218.7
- Woodland & Pasture	10,182		34,369	960.2	928.4	613.3
- Other	46,032		18,308	5,244.1	5,207.0	4,605.5

TABLE 31

Land Ownership

	R. M. of Rossburn		
	1976	1981	1986
Total Number of Farms Reporting	265	225	216
Owners	169	119	202
Tenant	12	15	89
Part Owner-Part Tenant	84	91	100
Total Area Farmland			
Area Owner	106,926	99,338	101,165
Area Rented	37,964	58,982	51,150
Total Area Operated by:			
Owner	68,026	55,352	N/A
Tenant	5,068	5,793	N/A
Part Owner-Part Tenant	71,796	97,175	42,368
			8,790 from Government

ii) Land Ownership

Generally, Canadian lands can be classified as being either priately owned, "mainly urbanized or farmed, and subject to municipal land use plans and controls" or Crown-owned, "with little permanent occupation, and subject to land and resource management by a provincial government,"[1] unless land is north of the 60th parallel, in which case it is handled by the federal government.

The majority of the Rural Municipality of Rossburn's 701.06 square kilometres is privately owned. Table 31 illustrates the land ownership situation and in so doing, also expresses the farmland rental statistics that were mentioned in the Economic Characteristics Summary. The rural municipality owns another portion of the land base and consists of vacant property, municipal sewage lagoons, etc.

The Crown is the third land owner. Map 5 illustrates properties owned by the Crown. Most of these Crown Lands are utilized for either wildlife and natural reserves, agriculture or are bodies of water. The quantities of Crown Lands can have an affect upon long range planning, since they are exempt from the Planning Act under the jurisdiction of the Crown Lands Act and therefore will not be affected by the policies of the development plan. Private citizens may use agricultural lands within the District, providing conditions of the lease or permit are understood and followed. Once Crown Land is sold however, it is subject to regulations under the Planning Act.

[1]Richardson, Nigel, Land Use Planning & Sustainable Development in Canada, Canadian Environment Advisory Council, Minister of Supply & Services Canada, Ottawa, Ont. 1989, P. 16.

The land use planning and classification of Crown Lands in Agro-Manitoba is the responsibility of the Crown Land Classification Committee. This committee reports to and receives its direction from the Provincial Land Use Committee of Cabinet. Manitoba Natural Resources, Agriculture and Northern Affairs are jointly responsible for the administration and management of Crown Land. The Agricultural Crown Lands Branch is responsible for the issuance of agricultural leases and permits for those Crown Lands designated for agricultural use.

iii) Subdivision and Building Activity

The Rural Municipality of Rossburn has had relatively little subdivision activity over the 14 year period between and including 1971 and 1986, the majority of which have been for residential use. It may be expected that this trend will continue unless specific policies are developed to direct otherwise.

Table 32 indicates an average of 2 subdivisions per year. Residential subdivisions accounted for 72% of all activity, while commercial or industrial accounted for only 3% and agricultural/other accounted for 21%. Overall, the Rural Municipality of Rossburn seems to have little development pressure. Nonetheless, the effects of persistent rural residential subdivision activity will be discussed in the following 'Land Fragmentation' section.

TABLE 32

Subdivision Activity

Year	No. of Subdivisions	Proposed Use		
		Residential	Commercial or Industrial	Agricultural /Other
1976				
1977	3	1		2
1978	2	1	1	
1979	2	2		
1980	1	1		
1981	3	1		2
1982	6	4		2
1983	1			
1984	1	1		
1985				
1986	2	2		
1987	7	7		
1988	1	1		
1989				
	29	21	1	6

iv) Land Fragmentation

Farmland fragmentation represents a prominent planning issue in rural development today. The Rural Municipality of Rossburn's situation is illustrated on Map 5 . This map indentifies farm operations, including cattle producers, cattle feed lots, and larger hog farms, and also lists the number of registered land titles per quarter section. Those quarter sections showing no number indicate one owner for the entire quarter section. Information such as this is important in the determination of any imminent development trends or issues.

Farmland fragmentation may occur as the result of physical barriers such as roads, railways or rivers or other bodies of water bisecting farm parcels. Often when a river divides a parcel of land, the adjoining farmer will obtain title and consolidate the piece into the larger parcel. This type of fragmentation has occurred on property containing such barriers in the R. M. of Rossburn. Larger blocks of farmland make for more efficient land use and accommodate the large machinery whereas smaller, irregular shaped fields are more difficult and costly to farm. Moving farm machinery from one piece of land to another is not only difficult, but both time consuming and expensive. It can also prove dangerous, as machinery on public roads may create traffic hazards.

Farmland conversion to non-agricultural uses, especially small but numerous non-farm uses are extremely important to monitor as they

slowly weaken the structure of the rural community. These small intrusions, whether they begin as residences for farmer's children or farm retirement homes and soon evolve into non-farm uses or are new rural residences to start, constitute a "major disrupting factor in most agricultural areas".

On an individual basis, scattered small lot development appears harmless, but the cumulative effects must be taken into consideration. The land, once separated from the farm holding acquires an urban value which precludes the reamalgamation as part of the farm unit. The readily apparent farm amalgamation process that is sweeping the prairies, contributes to this fragmentation of operational units by the practice of surplus housing disposal. The farm unit is strained as a result of this increasing reduction of flexibility.

Random or excessive subdivision activity which leads to a mix of nonagriculturally-oriented residents with farm residents, creates the potential for several negative repercussions. Strain may arise as non-farm residents place restrictions on farm operations, especially those involving intensive animal operations. Such restrictions may occur in the form of informal nuisance complaints or formally through lawsuits. Possible contentious issues may involve odour, noice or dust, as well as ground or aerial spray drift. Trespassing onto fields by children or dogs may also add to farm expense by necessitating additional or improved fencing.

New non-farm rural residential development can also cause the farm community to suffer by virtue of their differing values and priorities. The rural municipality may be placed under pressure to provide new, additional or improved services. The rural municipality may, in effect, find itself in a situation where the farming community and the non-farming community are on opposing sides with respect to local issues and concerns. "The 'newcomers' may establish political control and often hasten the 'rurbanization' of the area." So rather than offsetting the farmers who leave the area, the new resident may tend to weaken the community.

It should be recognized however, that non-farm uses do have positive effects upon rural municipalities when properly located. Taxes from residential, commercial and industrial uses yield greater tax revenue than do agricultural uses. A rural municipality may wish to support higher tax yields and simultaneously maintain the agricultural land base. This would demand careful consideration of factors such as location and type and concentration of use. It is perceivable that non-farm uses of appropriate type and intensity could be allowed on poor quality or uneconomical farm land parcels, assuming the location is suitable.

v) Right-to-Farm Legislation

Agricultural land use issues may be divided into 3 general categories: 1) issues of allocation; 2) issues of management; and 3) conflict issues. The first involves the consumption or alienation of high

quality agricultural lands by non-agricultural uses, the second involves soil and water degradation resulting from on-farm practices and the third involves negative impacts on or incompatibilities between neighbouring land uses. Agricultural nuisance issues have been addressed by a legal framework consisting of an allocative legislation to control or restrict non-farm development in rural areas and development guidelines for the location of new farm buildings.

Growing concern about the continued viability of farm operations have prompted the development of the right-to-farm legislation. The intent is for this legislation to supercede the common law of nuisance and favor agricultural land uses over others. The Canadian law of nuisance covers a wide variety of situations, but are classified as either public or private nuisance. Once nuisance has been established, the options for recourse are few. One possible defence is a prescriptive right to commit a nuisance if the nuisance has existed over a long period of time.

Three available remedies include abatement, damages and injunction. Abatement is generally discouraged by the courts as its availability is restricted to emergency situations where, for example, the nuisance must be stopped immediately for safety reasons. Damages is usually the remedy in situations where the nuisance has stopped by the time action is heard, but in cases where the nuisance is a continuing one the remedy is an injunction.

The right-to-farm legislation is targeted at private litigation against farmers for nuisance. It offers protection providing the required conditions are met. Farmers must still adhere to applicable provincial health and environmental legislation, development requirements and other by-laws and regulations. The farmer should undertake the necessary management or structural changes in order to meet the requisite standards or risk vulnerability to private nuisance action. Essentially the burden of proving that the farmer has not complied with the requirement is placed upon the complainant.

Manitoba's approach to the legislation is quite general, as it protects "any business" that has been approved under relevant statutes and regulations. This legislation is not a replacement to good planning policy, but rather a supplement. Right-to-farm legislation deals with conflicts between users of land and only establishes guidelines for and limitations on the form of response to conflict (private litigation), while planning policy deals directly with land.

Nuisance caused by the impact of non-farmers on farms and local by-laws which are not complementary to farm operations, are not addressed by right-to-farm legislation. These matters are handled through the planning processes and the allocative policy. The right-to-farm statutes may be viewed ad a band-aid solution, but then, more positively, it has reduced nuisance actions and given farmers and planners an additional mechanism by which agricultural lands, infrastructure, and

the farm community may be protected. It may well change the perception of what constitutes as "normal" practices and in so doing give farmers greater freedom from frivolous complaints, greater security and finally, flexibility in the management and development of the operations.

vi) Hazardous Waste Treatment Plant

The Rural Municipality of Rossburn has been selected as a potentially suitable location for a Central Treatment and Disposal Facility for Hazardous Waste. The specific site being considered in the northeast quarter of section 7-19-24 W, on provincial road 359 and half a mile east of highway 254. This site has been assessed as having good road access and suitable soil characteristics.

The Rural Municipality and the Village of Rossburn formed a Community Advisory Committee to work on the investigation in conjunction with the Manitoba Hazardous Waster Management Corporation. The latter began operation in 1986 with the intent to establish, design and operate a hazardous waste management system for the province. The central facility for treatment and disposal activities, may involve laboratory, storage, physical/chemical treatment, incineration, residue stabilization and landfill facilities on 5 to 20 hectares (12 - 50 acres) of land, with additional land for a buffer zone making the total land area approximately 130 hectares (320 acres). The regional transfer stations will consist primarily of a warehouse/office building.

The final site selection requires both "local acceptance and a high standard of environmental protection". Site selection criteria has been developed to prevent any possible conflict with local environment and land uses. These criteria may be applied to any industrial development in the area. 580 area residents banded together to form a "Concerned Citizen Committee" to protest the possibility of a local facility. For further information regarding this issue, refer to the Manitoba Hazardous Waste Management Corporation Package.

vii) Fringe Development

Map 6 illustrating the number of splits per quarter section gives an indication of activity along the fringe. Generally, commercial or industrial uses and often residential uses prefer property along the periphery of populated centres. Land outside the community boundaries have lower taxes and yet urban amenities are available nearby. It is prudent to plan and coordinate the rural and urban policies to prevent any future conflicts of interest.

At present however, there does not appear to be an excess of fringe development surrounding Rossburn. Thus far the majority of the land is agricultural in use. Non-agricultural uses are located primarily in the quarter sections directly north of the village boundary and bordering P.T.H. No. 45. The stretch along P.R. 254 has a school and church adjacent to the village boundary, then several residences. The north side of P.T.H. No. 45 has a welding shop, a hydro substation, a rural municipality garage and a few residences.

4.3 Village of Rossburn

i) Urban Land Use

Rossburn deviates somewhat from the basic grid-iron pattern. Streets originally developed perpendicular to the angled Canadian National Railway lines. Newer roads however, ran on a north-south grid pattern. The Village of Rossburn renamed many of its streets in 1982. Today Main Street, formerly Mountain Road, and Victoria Avenue act as the major arteries of the community. The urban land uses are illustrated on Map 7. The following text describes the land uses in more detail.

a) Residential

The majority of the land within the village limits is used for residential purposes. The location of many other facilities (eg. recreational, commercial, etc.) are somewhat dependent upon the location of residential areas thereby making the selection of these areas quite influential on other facets of land use.

As in most smaller, rural centres, most of the housing in Rossburn is of the single family detached variety and in varying conditions ranging from excellent to poor. The bulk of the housing is located in older residential areas, but there are some areas of newer development. These areas are located east of Main Street, both north and more recently still, south of Victoria Avenue.

The village has a few mobile homes integrated among the single family detached housing, but the number is negligable. There does not appear to be any apartment blocks other than the senior's facilities. Rossburn has a relatively high percentage of senior citizens residing in the community and has, subsequently, a Lion's Manor and a personal care home.

The wide mix of the quality of housing leads to a variation in appearance on the streets. There does not appear to be many vacant lots or a shortage of dwelling units and considering the slow population growth anticipated there should not be a shortage in the future. In any event, Rossburn has plenty of land onto which it may expand if and when necessary.

b) Commercial/Industrial

Commercial activity is centred along the southern portion of Main Street and to a lesser extent along Manitoba Avenue. Commercial activities are in the form of implement dealers, banks, one hotel, lumber store and a variety of other stores ranging from grocery to flower shops.

The commercial area is currently quite well confined to one main area. In order to maintain a strong business area, those properties designated for commercial use and those for residential use should be clearly defined as such. The impact of further highway commercial development on P.T.H. No. 45, north of the

village should be considered.

Rossburn has little industrial activity. At present it consists primarily of the CN Rail, Cargill and Pool elevators, and Petro Canada and Esso Bulk Oil. The Manitoba Dairy Coop has closed, as have a couple of other places. Rossburn is presently being considered as a location for a Central Treatment and Disposal Facility for Hazardous Waste. This project, though, controversial, would create a number of jobs and spin off business. It was discussed in greater length in Section 4.2 v).

c) Recreational/Cultural

Rossburn's recreational facilities consist of the Memorial Arena on Arena Road, school grounds and the ball parks just north of the village boundaries. These areas are better sited on Map 7.

The Rossburn Community offers a variety of facilities for vacationers and locals alike including a trailer park, the Boychuk Museum and several hiking or cross country skiing trails in the Parkland. Rossman Lake Resort and Golf Course, located 9 miles northeast of Rossburn on P.R. 577, has excellent camping and recreational facilities and Arrow Lake Resort, located 4 miles east of Rossburn and ½ mile north has a number of unserviced lots.

d) Government and Institutional

Rossburn has 7 churches, of various denominations, and 4 assembly halls. Village and area protection consists of 19 volunteer firemen and 2 pumper units and 4 RCMP officers. Both the village and the Rural Municipality maintain offices in town.

Rossburn is quite progressive in the area of health care. The Rossburn Medical Centre has 10 beds and the Personal Care Home has 20 beds. The Public Health Clinic is located at the hospital. Rossburn also has a 14 unit Senior citizen home.

The Village's educational facilities consist of nursery, kindergarten, elementary and high school. The buildings are located at opposite ends of the community, one at the northwest end of Main Street and the other at the east end of Victoria Avenue. The Rossburn schools are in the Pelly Trail School Division No. 37. Figures on enrollment obtained from the division and illustrated on the following Table show a steady decline in enrollment over the 10 years. A major drop in enrollment occurred between 1981 and 1982 (-36%). The School division saw no reason, such as another school opening, for this drop, so it may be attributed to the rural depopulation trend, possibly aggravated by the depression of those years.

Overall, the 1979 elementary school enrollment figures dropped by 51% in 1989, while the 1989 high school enrollment dropped by

TABLE 33

School Enrollment

Year	Elementary (K - 8)	% Chge.	Collegiate (9 - 12)	% Chge.
1979	330		165	-
1980	331	-	159	-4%
1981	327	-1%	153	-4%
1982	208	-36%	128	-16%
1983	213	2%	130	2%
1984	200	-7%	126	-3%
1985	187	-7%	142	13%
1986	200	7%	109	-23%
1987	190	-5%	104	-5%
1988	180	-5%	95.5	-8%
1989	169	-6%	94.5	-1%

Source: Pelly School Division #37.

57%. These statistics follow the concerns sited in the population section of this study, where rural areas are experiencing a decline in younger population groups. These figures then, will reflect the population situation of both the Rural Municipality of Rossburn and the Village of Rossburn and may suggest some directions for the future.

e) Subdivision and Building Activity

Subdivision activity within the Village of Rossburn has been quite light since 1976. Table 34 lists the quantity and proposed uses of subdivision applications. The majority have been for residential use. The statistics indicate an average of less than 2 subdivisions per year over the 14 year span. Residential subdivisions accounted for 70% of the total, while commercial or industrial accounted for 25%.

There does not appear to be much development pressure in the Village of Rossburn at present, but there are only a few residential lots left in the newest subdivision. The prospect of a Hazardous Waste Treatment Plant in the area may trigger increased demand. Future expansion should be considered and planned.

4.4 Summary and Concerns

Land use concerns in the Rural Municipality of Rossburn basically involve general agricultural land use issues. These issues, though some may not

Table 34

Subdivision Activity

Year	# of Subdivisions	Proposed Use: Residential	Commercial/ Institutional	Agricultural/Other
1976	1	1		
1977	5	4	1	
1978	-	-		
1979	2	2		
1980	-	-		
1981	1	-		1
1982	4	4		
1983	3	2	1	
1984	2	-	2	
1985	-	-		
1986	1	1		
1987	1	-	1	
1988	-	-		
1989	-	-		
	20	15	5	1

be particularly problematic at this time in the area, warrant acknowledgement nonetheless.

1. Farmland Fragmentation, the process by which large blocks of agricultural land is divided into less economical smaller parcels, gradually weakens the structure of the rural community.

2. Non-farm development causes land to assume residential values rather than agricultural values and artificially inflates land values.

   Uncontrolled non-farm development also has the potential for creating conflict of interest situations between farmers and non-farmers, which may not only be troublesome but costly.

3. The control of neglected properties is necessary to prevent eye sores and the spread of weeds.

4. The management of Crown Lands may require increased or improved cooperation between the government and the rural municipality.

5. Landfill sites and former landfill sites, and underground gas and oil storage tanks should be identified.

6. The issue of industrial uses on agricultural lands has gained attention due to the possible establishment of a Hazardous Waste

Treatment Plan in the Rural Municipality of Rossburn.

Rossburn took advantage of the Manitoba Street Manitoba Project and underwent substantial improvements.

The Village of Rossburn has few land use concerns beyond the issues of preferred direction of village expansion and the encroachment of livestock operations on the village. Both issues demand attention.

V

FINANCIAL ANALYSIS

V. FINANCIAL ANALYSIS

5.1 Introduction

The purpose of this section is to examine the financial situation of the Rossburn Planning District. A brief overview of relevant historical municipal financial statistics published by the provincial government will form the information basis necessary to establish probable future finance capabilities and flexibilities. This is important as it will help determine the community's ability to afford current or future projects.

5.2 Rural Municipality of Rossburn

i) Assessment Base

Table 35 lists tax assessment values for the years 1982 - 1987 excluding 1983. It is evident from these statistics that the major components of the local tax base -- total taxable assessment -- increased from 3,175,110 in 1982 to 3,260,710 in 1985, or by approximately 3%. The same figure for 1987 however, 3,255,430 indicates little change. The previously mentioned population loss coincides with the lower assessment base.

Land assessment forms the majority of the total tax assessment (91% in 1982; 89% in 1987). This is confirmation of agriculture's being the prime economic activity in the area.

ii) Current Revenue

Table 36 illustrates the revenue sources and values for the years 1982 - 1987, excluding 1983. The statistics reveal an increase in

total tax revenue by 20% over the 5 year period. This may be expected due to rising inflation rates and expanded services, yet in 1987 it accounted for a lower percentage (78%) of the total revenue than in 1982 (85%). The specific areas of tax impositions listed show that school taxes increased by 24%, while general taxes increased by 16% and business tax decreased by a startling 68%.

The area of government contributions witnessed a 27% increase in Provincial-Municipal tax sharing payments from 1982 - 1987. The increase of grants-in-lieu over the same time period was negligible, whereas conditional grant contributions dropped by $9,081.00. Other revenue, consisting of fines, taxes added, returns on investments and licenses, etc. has played a larger role in revenue generation over the years, accounting for 17% of the 1987 total revenue as opposed to 9% of the 1982 total revenue.

Total revenue increased by 26% from 1982 - 1987. This is a respectable increase, but the 27% increase in tax sharing revenues over those same years suggest a growing dependence on outside revenue.

iii) Current Expenditures

Municipal expenditures are illustrated in Table 37. Most areas of expenditure have experienced increased costs due to inflation and an increase in the level or standard of services. The highest expenditures were in the areas of transportation and fiscal services. Recreational and cultural expenditures accounted for a large portion

of the total as well.

Overall, total expenditures have increased by 26% over the 5 years. This increase in expenditure corresponds with the increase in revenue.

5.3 Village of Rossburn

i) Assessment Base

Table 38 lists tax assessment values for the years 1982 - 1987, excluding 1983. The total taxable assessment increased by 11% from 1982 to 1985. The same figure for 1987 shows a slight 1.4% decrease. Building assessment accounted for the majority, 90% of the total tax assessment, and land assessment accounted for 10% in 1987. This area increased by 15% from 1982 to 1987, while the area of land assessment decreased by 32%. Business assessment increased by 22%.

ii) Current Revenue

Table 39 shows the 1982, 1984 - 1987 revenue sources and values for the Village of Rossburn. These numbers indicate a 20% increase in total revenue over the 5 year span. The total tax revenue jumped by 24% over this time period, while government contributions rose by 35% and other revenue fluctuated and in fact dropped by 34%. All individual areas of tax imposition increased, school and general taxes the most, except the area of debt charges.

All 3 areas of government contributions increased over the years;

grants-in-lieu by 36%, tax sharing by 26% and conditional grants by 39%. Tax imposition accounted for 75% of the total revenue, while government contributions only accounted for 17% and other revenue 8% in 1987.

iii) Current Expenditure

Table 40 illustrates the source and amount of municipal expenditures. The areas experiencing increased cost since 1982, include general government, transportation, environmental health, public health, social welfare, recreational and culture and fiscal services. The total expenditure increased by 21% over the 5 year span. This amount is very close to the aforementioned revenue growth.

iv) Capital Debt Position

Table 41, containing statistics on the capital debt of the Village of Rossburn shows that the debt position has fluctuated over the years. The village has incurred no debt in areas of protection, social services and other.

TABLE 35

Assessment Base

Year	Land	Building	Personal Property	Total Taxable	Business	Value of Exemptions	Equalized
1982	2,903,370	271,740	-	3,175,110	11,760	674,120	3,252,500
1984	2,898,450	300,590	-	3,199,040	12,180	688,750	3,265,790
1985	2,901,340	359,590	-	3,260,710	12,540	1,205,030	3,285,170
1986	2,901,820	361,840	-	3,263,660	12,960	1,106,240	3,342,530
1987	2,900,590	354,840	-	3,255,430	7,020	1,209,620	3,346,730

TABLE 36

Current Revenues

	1982	1984	1985	1986	1987
Tax Requisition					
Schools	228,371	268,689	286,904	303,392	302,460
Debt Charges	-	-	-	-	-
Special Area Levies	-	493	27	-	-
General	260,359	287,914	299,986	310,047	309,456
Business Tax	1,176	1,218	1,254	1,296	702
Total Taxes	489,906	558,314	588,171	614,735	612,618
Government Contributions					
Grants-in-lieu	6,380	4,746	6,023	6,103	7,002
Tax Sharing	18,690	21,122	23,068	24,740	25,679
Conditional Grants	10,398	24,589	22,819	13,534	1,317
Total	35,468	50,457	51,910	44,377	33,998
Other Revenue	52,162	78,685	135,397	129,920	135,403
Total Revenue	577,536	687,456	775,478	778,221	782,019

TABLE 37

Expenditures

	1982	1984	1985	1986	1987
General Government	71,269	84,420	90,087	99,084	99,887
Protection Services	5,832	7,032	8,046	8,108	8,047
Transportation	128,001	184,282	290,169	221,711	273,462
Environmental Health	374	257	437	294	399
Public Health	1,928	-	-	-	218
Social Welfare	50	-	-	196	21
Environmental Planning	-	-	-	-	80
Economic Development	2,115	3,655	4,689	3,406	5,219
Recreational & Culture	48,477	52,235	43,007	64,718	27,730
Fiscal Services	320,289	355,518	362,955	361,657	355,709
Total	577,536	687,456	775,478	778,221	782,019

TABLE 38

Assessment Base

Year	Land	Building	Personal Property	Total Taxable	Business	Value of Exemption	Equalized
1982	221,660	1,214,520	-	1,436,180	49,650	487,000	1,482,730
1984	224,770	1,362,980	-	1,587,750	52,770	540,280	1,680,400
1985	225,770	1,381,330	-	1,607,100	53,040	522,700	1,667,290
1986	153,400	1,424,880	-	1,578,280	63,870	481,070	1,688,980
1987	151,580	1,432,460	-	1,584,040	63,930	480,310	1,726,470

TABLE 39

Current Revenues

	1982	1984	1985	1986	1987
Tax Imposition					
Schools	109,294	136,905	141,553	148,326	153,959
Debt. Charges	45,070	42,326	33,158	39,555	38,692
Special Area Levies	-	-	-	-	-
General	102,359	123,910	133,781	144,706	148,424
Business Tax	4,965	5,277	5,304	5,110	5,114
Total Taxes	261,688	308,418	313,796	337,697	346,189
Government Contributions					
Grants-in-lieu	12,458	15,187	16,224	18,269	19,795
Tax Sharing	19,523	22,394	23,934	25,707	27,046
Conditional Grants	20,568	20,014	187,505	28,807	34,180
Total	52,549	57,585	227,663	72,783	81,021
Other Revenue	55,642	81,399	72,633	45,692	36,494
Total Revenue	369,879	447,402	614,092	456,172	463,704

TABLE 40

Expenditure

	1982	1984	1985	1986	1987
Gen. Government	56,144	63,981	77,217	78,113	73,016
Protection Services	8,899	8,783	9,116	9,305	9,575
Transportation	42,395	49,113	248,099	52,863	64,017
Environmental Health	10,257	10,155	11,105	11,966	12,025
Public Health	-	-	-	-	-
Social Welfare	2,178	821	2,587	3,347	5,973
Environmental Planning	3,102	717	715	148	1,093
Economic Development	1,001	2,352	565	1,612	684
Recreational & Culture	55,931	57,961	73,110	65,681	65,154
Fiscal Services	193,342	249,567	198,043	221,453	226,626
Total	369,879	447,402	614,092	456,172	463,704

TABLE 41

Capital Debts

	1982	1984	1985	1986	1987
Administration	-	-	21,180	16,845	11,924
Protection	-	-	-	-	-
Transportation	85,654	8,001	68,951	99,953	90,091
Water & Sewer	113,478	68,899	77,175	74,315	71,147
Social Services	-	-	-	-	-
Recreational & Culture	1,647	17,000	-	-	-
Other	-	-	-	-	-
Debentures, Unmatured	200,779	93,900	167,306	191,113	173,162
Deferred Liabilities	1,121	-	-	-	-
Total Capital Debts	201,900	93,900	167,306	191,113	173,162

VI

SUMMARY AND CONCERNS

VI. SUMMARY AND CONCERNS

This background study has examined various aspects of the Rossburn Planning District. The information has noted various issues and concerns, but in order for this to be of use to the community development process, they should be directly translatable into goals and policies.

Traditionally, the approach to planning relied upon a "Master Plan". This approach devised a goal and motherhood statements by which the goal could be attained. Principle criticisms of this technique include its being primarily concerned with quantative problems and the fact that it is somewhat static.

The approach preferred today places emphasis upon developing a broad, general basis of planning action rather than the previously mentioned goal-specific technique formerly utilized. This newer planning technique attempts to establish major goals for the planning district. A set of policies define the direction and character of future development and determine the action necessary to reach the desired goals. The policies act as a broad framework and form the basis upon which specific development decisions are made.

This approach, unlike the end-product approach, offers flexibility. The issues and concerns identified in this study should provide the basis for goal formulation in the Development Plan.

The following is a list of concerns which have been identified as a result of the background research. These concerns have not been priorized nor do they represent a complete list of all issues outlined in this report. The report, therefore, should be consulted for more detail.

Rural Municipality of Rossburn

The Rural Municipality of Rossburn, being an agricultural community, should focus mainly upon the enhancement of agricultural activities. For this reason the concerns stated below concentrate on general rural and agricultural issues.

1. Rural Depopulation & Graying - This trend is apparent in the Rossburn area and threatens the strength of the community.

2. Farmland Fragmentation - The various causes of fragmentation hinder the economical use of land and slowly weaken the structure of the rural community.

3. Encroachment of Livestock Operations on the Village and the resorts - & Vice versa, protection for agricultural lands from urban encroachment.

4. The Effect of Right-to-Farm Legislation & policies on Communities

5. Control of Neglected Properties (Eye sores)

6. Interaction & Co-operation between planning boards and the provincial government regarding the use and development of Crown Lands

7. Co-operation from the federal government regarding the Federal Crown Lands across from Rossman Lake Resource

8. Identification of landfill sites, former landfill sites and undergroung gas and oil storage tanks

9. Issue of Industrial plants on agricultural lands

Village of Rossburn

Rossburn shares many of the concerns of other small communities in Manitoba. These general issues will be stated below in addition to some specific concerns.

1. Rural Depopulation & Graying - The Village of Rossburn, though it has managed to maintain a reasonably stable population, is still affected by population loss in the surrounding area by virtue of reduced trade. A large percentage of the village population however, is senior citizens.

2. Economic Diversification - Rossburn has responded to the agricultural economy be providing a network of supportive services, but this heavy reliance has made the community vulnerable. Increased economic diversification would serve the community well.

3. Village Expansion - Careful consideration should be given to residential, commercial and other expansion with respect to infrastructure requirements, location suitability etc. Currently the village has few lots left in the newest subdivision and hence the village may anticipate future demand,

especially if the Hazardous Waste Treatment Plant provides new residents and increased business. Also consideration should be given to mobile home locations

4. Sewage Lagoon Capability - This concern has been identified and should be dealt with in the Engineer's Report.

5. Traffic - A concern has been expressed over the number of illegal U-turns made in the village along Main Street. This problem has caused some accidents and demands attention.

MAPS NOT FILMED

CARTES OMISES